

ended commitments that can still end in failure.

There may be a case for going on in Somalia, but it does not consist of issuing daily bulletins on our search for a single warlord. I believe it is time that the President took account of these risks and told the Congress and the American people what his policy in Somalia is, what our end objective is, and what we are prepared to do to achieve it.

If that objective—and the cost of achieving it are what I think they are—then it is time that the President sought the approval of Congress.

THE SITUATION IN BOSNIA

The current situation in Somalia, however, is only one part of the problem of peace enforcement and nation building. Only a few months ago, we came very, very close to intervening under much worse circumstances in Bosnia. At one point, the President seemed committed to sending both ground and air troops into Bosnia to try to enforce an unenforceable peace.

We faced a tragedy at least as real as that in Somalia. We faced the obscenity that Bosnian Moslems were being killed for their religion or even for their last name, and that Serb and Croat were killing each other for reasons no more sophisticated or valid than the quarrels between stone age tribes.

As a result, some people talked blithely about resolving 100-year-old quarrels with a few air strikes, or with token deployments of forces. They talked about the ease of using force, and the strange reluctance of military professionals to rush in where angels rushed to send them.

The risks in Bosnia look very different today, and the military professionals look a great deal wiser. It is all too clear that limited amounts of force would—at best—have brought only a temporary pause to the violence in the area.

It is clear that the Bosnian civil war has had many victims, but that being weaker does not make one faction right or morally superior. It is clear that the Serbs bear the most guilt, but all sides are partially to blame. It is clear that the fighting was not solely the fault of a few leaders, but an ethnic struggle based on widespread popular hatred.

It is clear that a military beginning would have had no clear ending, and would inevitably have forced us into taking sides in an open-ended commitment to peace enforcement and national building that would be far more costly in every way than the challenge we face in Somalia.

If the lesson in Somalia is that we must not blunder into open ended commitments, the lesson in Bosnia is that force does not simplify political failure, or reduce the risks of such failure. Force complicates political failure, and it often increases risks.

This is a lesson, incidentally, that is as important today as it was several

months ago. There may be a case for using force to provide immediate protection for U.N. peacekeepers, or for protecting a threatened Moslem enclave when the alternative is mass slaughter. This is very different, however, from sliding towards a commitment to an impossible exercise in peace enforcement or nation building.

Force may be able to buy a little time, or shift the balance of political compromise. Time, however, has only cosmetic value if it simply delays the killing or changes its form. Compromise only has meaning if it can survive. The basic problem we face today is exactly the problem we faced when this situation began. The three sides seem determined to fight, limited American intervention will not work, and Europe is not prepared to make the massive peace enforcement and nation building effort required. Tragic as Bosnia may be, it is a self-inflicted wound which the United States cannot heal with either airpower or ground troops.

LIVING WITH THE NEW WORLD DISORDER

More broadly, Bosnia and Somalia are warnings of the fact that we are decades away—at best—from any new world order. The end of the cold war, the break up of the Soviet empire, and our victory in the gulf war have all offered new hopes, but they have also exposed the fact that the developing world is rent by low-and medium-intensity conflicts.

This is not a new trend in international affairs. There have been at least 20 such conflicts raging every day of every year since the end of World War II. Throughout the cold war, we largely ignored these crises—at least in terms of using military forces. Our policy was not one of constant engagement, but selective engagement and crisis neglect.

Even so, we used our military forces more than 240 times between the end of World War II and the end of the cold war to deal with contingencies that did not involve the Soviet Union or Warsaw Pact. Even if we eliminate all use of force involving Communist states, we used force more than 200 times. We also learned again and again that the moment our use of force went beyond demonstrations, humanitarian relief, and the protection of our national security, the situation became complicated and uncertain.

In saying this, I am not arguing for isolationism or against peace enforcement. Such an argument is inherently untenable in an era where our global economy and strategic position force us to consider the impact of every crisis and conflict.

However, that we cannot simultaneously cut defense resources, our overseas presence, and foreign aid and then react to each new crisis with military force. Whether the crisis is a Somalia or a Bosnia, we must carefully weigh the opportunities against the risks, we must set feasible long term objectives, and we must only use mili-

tary forces when we have a high assurance of success.

We must also guard against the belief that somehow a problem is easier to solve with an international committee than it is to solve on our own. The United Nation is a critical hope for dealing with the conflicts of the post-cold-war world. It is also, however, limited in resources and is as vulnerable to the risks of open ended commitments as the United States. We do it no favor if we thrust it into crisis we cannot resolve on our own in the hope that the U.N. flag can somehow compensate for an adequate political structure and adequate force.

We must strive towards a new world order, but we must recognize that a new world order is not some natural result of the forces of history. It will not come quickly. It will not come from substituting hope and good intentions for thought and plans. It will not come from trying to use force to substitute for political behavior. It will not come from reacting to headlines or TV news, as a substitute for strategic priorities or military judgment, and it will never come if we waste our limited resources where we do not have a high assurance of success.

Madam President, it is well known that the President of the United States is contemplating the commitment of American air power under certain situations today in Bosnia. I believe that the majority of the American people and this Congress would be supportive of an effort that saved the lives of U.N. peacekeepers or prevented a massacre from taking place in Sarajevo.

But, Madam President, let me emphasize that if military action is taken, the American people must be informed. That intervention must be incredibly limited. It cannot be an open-ended commitment and one which calls for massive, or even token injection of U.S. troops on the ground.

Madam President, the situation has not changed in the last several months when this administration decided not to send military forces in the region. The Europeans must lead. The United Nations is not the answer. And any injection of U.S. military force should be under U.S. military command and direction, not that of the Secretary General of the United Nations.

I repeat: To prevent a massacre, the American people will act. To begin an open-ended commitment of the risk of young American lives is something which is still not acceptable.

I appreciate the indulgence of my colleagues and I yield the floor.

DEPARTMENT OF COMMERCE, JUSTICE, AND STATE, THE JUDICIARY, AND RELATED AGENCIES APPROPRIATIONS ACT OF 1994

The Senate continued with the consideration of the bill.

Mr. DOLE. Madam President, I am advised by the managers of the bill that they are ready to go to work. We

have been over here waiting for amendments, and I want to tell my colleagues on this side of the aisle that they have been waiting. I have been advised by the managers that they would like to complete action on this bill. I know the majority leader would. He is busy elsewhere.

So I urge my colleagues, if there are any amendments they had better be here before long, or I have a feeling the managers may go to third reading.

So, if there are any amendments—I think we know of a couple of specific amendments, we will call their offices—I would suggest to my colleagues on both sides of the aisle, both Senator HOLLINGS and Senator DOMENICI are here, they are prepared to move, to do whatever they need to do on the amendments, and they would like to complete action on this bill.

I know the majority leader would like to move on to additional legislation because we have only 5 or 6 legislative days left before the August recess.

So I hope we can accommodate the managers.

Mr. DOMENICI. Madam President, I very much thank the Republican leader for assisting me in an effort to get the Republican Senators, if they have amendments, to come on down.

I think the offices now know that—including the distinguished Republican leader's request—this is my third request. So between us we have asked four times if there are amendments, to please come down.

I would appreciate it, if there are amendments and they cannot come down, if they would call us. That would be very helpful. We are not getting any calls. But we have this list, this requested list. It does bother me. I do not want to shut Senators out.

I have a suspicion there are no amendments. That is fine. Just because you requested it does not mean you have to come forth. But I would expect either communication that they do have an amendment, or in some way letting us know where we are, because we are not going to stay here 2 or 3 hours waiting for this, as my chairman indicates. We are about ready to go. Are we not?

Mr. HOLLINGS. Exactly. In fact, in that light, I thank the distinguished Senator.

AMENDMENT NO. 727

(Purpose: Technical corrections)

Mr. HOLLINGS. Madam President, I send an amendment to the desk and ask for its immediate consideration.

The PRESIDING OFFICER. The clerk will report.

The assistant legislative clerk read as follows:

The Senator from South Carolina [Mr. HOLLINGS] proposes an amendment numbered 727.

Mr. HOLLINGS. Madam President, I ask unanimous consent that reading of the amendment be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered.

The amendment is as follows:

On page 71 of the bill on line 3, strike the sum "\$1,000,000" and insert "\$2,000,000".

On page 74, line 19 delete period and add: ", of which not more than \$2,500,000 will be made available to reimburse the city of San Diego, California, for treatment of Tijuana, Mexico, sewage."

Mr. HOLLINGS. Madam President, these are two technical amendments. One is for the Department of State. It provides for emergencies in the diplomatic and consular service. The other is for the sewage treatment system in San Diego, which the distinguished Chair, Senator BOXER, and the other distinguished Senator from California, [Mrs. FEINSTEIN], brought to our attention.

It has been cleared on both sides.

Mr. DOMENICI. Madam President, I have no objection to the technical amendments and the previous amendment which the Senator sent to the desk. I have no objection to either.

The PRESIDING OFFICER. If there is no further debate, and no objection, the amendment (No. 727) is agreed to.

Mr. HOLLINGS. Madam President, I move to reconsider the vote by which the amendment was agreed to.

Mr. DOMENICI. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

AMENDMENT NO. 728

(Purpose: Wichita, KS Community Policing Demonstration Grant)

Mr. DOMENICI. Madam President, I send an amendment to the desk and ask for its immediate consideration.

The PRESIDING OFFICER. The clerk will report.

The legislative clerk read as follows:

The Senator from New Mexico, Mr. DOMENICI, for Mr. DOLE (for himself and Mrs. KASSEBAUM), proposes an amendment numbered 728.

Mr. DOMENICI. Madam President, I ask unanimous consent that reading of the amendment be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered.

The amendment is as follows:

On page 3, line 16, before the ";" insert the following: ", of which \$1,000,000 shall be made available as a grant to Wichita, Kansas, for a community policing demonstration project."

Mr. DOMENICI. I believe this amendment has been cleared on the other side. Obviously, it is cleared by my introduction on this side.

Mr. HOLLINGS. It has been cleared on this side.

The PRESIDING OFFICER. Without objection, the amendment (No. 728) is agreed to.

Mr. DOMENICI. Madam President, I move to reconsider the vote by which the amendment was agreed to.

Mr. HOLLINGS. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

AMENDMENT NO. 729

Mr. DOMENICI. Madam President, I send an amendment to the desk and ask for its immediate consideration.

The PRESIDING OFFICER. The clerk will report.

The legislative clerk read as follows:

The Senator from New Mexico [Mr. DOMENICI] proposes an amendment numbered 729.

On page 63, line 16, strike the colon and insert: ", and of which \$5,000,000 shall be available only for a grant to the National Center for Genome Resources to provide technical assistance and information to small businesses and for related activities."

Mr. DOMENICI. Mr. President, I rise to offer an amendment that will allow our Nation to continue its tremendous efforts in the area of biotechnology.

As many of my colleagues know, I have long been a strong advocate for a program known as the human genome project. Unfortunately, very few people actually know what this project is and what it is supposed to accomplish. Therefore, let me briefly explain the human genome project and provide some context to my amendment.

The U.S. human genome project is a national coordinated 15-year effort to characterize all the human genetic material—the genome—by improving existing genetic maps, constructing physical maps of entire chromosomes and ultimately determining the complete sequence of the DNA subunits in the human genome. The ultimate goal of the U.S. project is to discover all of the more than 100,000 human genes and render them accessible for further biological study.

This program is coordinated through a joint relationship between the Department of Energy [DOE] and the National Institutes of Health [NIH]. The project receives rather modest funding which for fiscal year 1993 totaled \$172.2 million.

The information obtained as part of the human genome project will dramatically change almost all biological and medical research and dwarf the catalog of current genetic knowledge.

Last summer, I had a number of meetings with some of the key genome researchers from across the country to discuss the status of the genome program. In the course of these conversations, it became clear that the research was progressing at a much faster rate than anyone had originally anticipated. While this progress is very exciting, it is also the source of great concern because there are many components vital to ensuring the continued success of the research and biotechnological development that are not being addressed.

In an effort to gain further insight to the needs of the human genome program and our Nation's biotechnology industry I convened a meeting in Santa Fe. Attending the meeting was the current NIH Director, Dr. Bernadine Healy, the Acting Director of the National Center for Human Genome Research, Dr. Michael Gottesman, representatives of DOE's human genome

program, and many industry representatives.

It became obvious that public and private genome research depends upon the availability of numerous services and resources such as genetic material collections, DNA sequencing services, specialized instrumentation, and biological databases. Some of these items are currently being delivered by private companies and it is likely that over time new businesses will be started to deliver even more. Others, due to an inherent lack of commercial potential or to the relative immaturity of the field, are currently being supplied by research laboratories. This is placing a significant burden on these organizations, interfering with the primary research projects and often resulting in an inadequate level of service to the community as a whole.

Following this meeting, I convened a small working group to examine the best way to address these needs. After extensive consultation with the industrial and research communities it was decided to undertake the development of a biotechnology center to meet these needs.

Mr. President, my amendment would provide \$5 million for the technical assistance and seed money to establish the National Center for Genome Resources which will address the needs identified by the human genome project and the biotechnology industry. The Center will focus on the design, development, and delivery of resources for public and private genome-related research. In some cases this will be accomplished by developing inhouse capabilities, in others by coordinating work contracted out to private companies, and in still others by simply facilitating the activities of other public and private organizations. In all cases the primary goal will be to deliver the most cost-effective solutions to the most pressing resource needs of the research community.

It is expected that there will be many cases in which the commercial market will eventually support the transfer of the technology and functionality to the private sector. As well, it is likely that merely guaranteeing the reliable, cost effective delivery of many of these resources will, in addition to supporting research, encourage the development of related small businesses.

The core funding which my amendment will provide will support both the administration of the Center as well as the development of new services and capabilities. It is anticipated that the Center will receive additional funding from both public and private sources to deliver new services or assume the administration of existing efforts to enhance both public and private sector research.

I think it is important to note that I have been in contact with many of our Nation's key researchers and top pharmaceutical and biotechnology firms to ensure that this Center adequately addresses the needs and concerns of these

communities. In fact, I envision a Board of Governors made up of key members of each of these communities to oversee and advise our efforts. I have also been in close consultation with the directors of both DOE's and NIH's human genome programs to coordinate and minimize any overlap between existing Federal programs. Following my remarks, I would like to submit letters displaying examples of this consultation and support.

Our Nation leads the world in biotechnology development, it is imperative for us to do all that we can to ensure that we maintain this competitive edge and enable its advantageous use by American small business. I believe that this amendment will provide much needed support for our public and private efforts within the biotechnology community. I look forward to continuing my efforts to ensure that we successfully accomplish this goal.

Mr. President, I appreciate and thank my good friend Senator HOLLINGS for his help with this amendment and I look forward to its adoption.

Madam President, I ask unanimous consent that three letters be printed in the RECORD.

There being no objection, the material was ordered to be printed in the RECORD, as follows:

THE UNIVERSITY OF MICHIGAN
MEDICAL CENTER,

Ann Arbor, MI, July 23, 1993.

Hon. PETE DOMENICI,
Dirksen Senate Office Building,
Washington, DC.

DEAR SENATOR DOMENICI: It is a pleasure to write in support of your plans for a National Genome Technology Transfer Center. I have very much enjoyed discussing with you, Mike Knapp, and Randy Hyer the concept of such a center, and believe that a real need exists to forge a better link between the Human Genome Project and the biotechnology community. Specific tasks which such a center might productively address would include: 1) relational database models for handling the ever-enlarging genetic information which the genome project is producing, 2) developing systems for enhanced security of such searches, which many biotechnology companies are interested in, and 3) providing sophisticated technical advice to start-up companies who need input about what sort of information systems to set up.

While care needs to be taken to develop this center in such a way that it does not overlap the existing missions of the Genome Data Base (GDB) or the National Center for Biotechnology Information (which currently operates GenBank), I believe that a need exists for further outreach to the biotechnology sector. This will be both scientifically important and stimulating to the economy. I will be happy to do anything possible to assist your efforts in this regard, and congratulate you for your foresight. Best personal regards.

Sincerely yours,

FRANCIS S. COLLINS, M.D., Ph.D.,
Professor on leave.

OPPENHEIMER FUNDS
New York, NY, July 26, 1993.

Senator PETE V. DOMENICI,
Dirksen Senate Office Building,
Washington, DC.

DEAR SENATOR DOMENICI: A rich tradition of federal support for biology and medicine

has fueled an explosion of scientific knowledge. This scientific revolution, coupled with thoughtful technology transfer policy and traditional American entrepreneurship has contributed to the development of an exciting biotechnology industry. This industry is in its infancy and will continue to benefit from constructive federal policy.

An exciting area for research and development is the human genome project. As the human genome project has grown and matured, it has become clear that critical areas must be enhanced in order to allow further research, and for industry to develop research findings into effective medical products. A number of critical tools and services have been developed at individual laboratories in support of research, but the current development and utilization of these tools places a significant burden on research resources. This has created a clear need for delivering these services in an innovative fashion. I believe that the National Center for Genome Resources, which is designed to meet these needs, will make an important contribution to assuring that the promise of the human genome project will be met.

Sincerely,

SANDRA PANEM, Ph.D.
Vice President.

DEPARTMENT OF ENERGY,
Washington, DC, July 27, 1993.

Hon. PETE V. DOMENICI,
U.S. Senate,
Washington, DC.

DEAR SENATOR DOMENICI: In recent months I have had the opportunity to discuss, with you and members of your staff, several ideas in the area of biotechnology, and in particular, those that are related to the genome program, which might be facilitated by the establishment of a non-profit, or semi-private center devoted to dissemination of research resources and the facilitation of information and technology development and transfer. Recognizing both the importance of the genome program and of the effective dissemination of the output of this historic program, I want to assure you that I am fully supportive of your innovative proposal to develop a center to help fill the gaps that exist in these areas.

It is critical that the concept is carefully and cooperatively developed, and I think that process is well underway. My staff and I will look forward to interacting with you and your staff concerning specific ideas about the planning and development for such a center.

Sincerely,

DAVID J. GALAS,
Associate Director for Health and Environmental Research, Office of Energy Research.

Mr. DOMENICI, Madam President, I ask unanimous consent that the amendment be agreed to; that the motion to reconsider the vote on adoption be tabled.

The PRESIDING OFFICER. Without objection, it is so ordered. The Senator's request is agreed to.

So the amendment (No. 729) was agreed to.

JACKSON COUNTY INDUSTRIAL WATER SUPPLY
EDA GRANT APPLICATION

Mr. LOTT, I want to bring my colleague's attention to a specific grant application for Jackson County, MS, that is being processed by the Economic Development Administration [EDA]. This industrial water supply project is designed to alleviate, in an environmentally sensitive manner, the

damage being done to the aquifer underneath Jackson County by the continued withdrawal of fresh water for industrial use. This grant needs to be given priority while being considered in this ongoing grant application process.

Three separate projects will gradually allow the Jackson County aquifer to regain its natural equilibrium. The first project, to which this EDA grant application is linked, will develop a pipeline from the upper part of Jackson County to the lower part of the county where major industries are located. This pipeline is critical to preserving the overall balance of the environment and giving protection to coastal resources in Mississippi. Without adequate funding for this water supply project, the gulf coast's environment and the overall economy for the entire region will be irreparably damaged.

The largest employer in my State, Ingalls Shipbuilding, and other large manufacturing facilities in Jackson County use a great deal of water and need a continuing adequate supply of fresh water. However, Jackson County is under an injunction from the Mississippi Department of Environmental Quality to make certain the aquifer is not used for industrial purposes after 1995. This first project will allow industries to use water from a source other than the aquifer, and will keep the environment from being damaged any further.

I hope my colleagues in the Senate will join me in recognizing the importance of proactively dealing with environmental problems and agree with me that this project should be given a heightened priority in the application process. We can make a stand here for local, State, and Federal Government working together with industry to protect the environment.

Mr. HOLLINGS. It is my understanding that this grant application is now before the EDA and has been favorably received. I concur with the Senator from Mississippi on its critical nature and urge EDA to give the project a high priority.

Mr. DOMENICI. I join my colleagues in recognizing the importance of this project and urge the EDA to favorably consider this grant application and expedite its further consideration.

Mr. DOMENICI. Madam President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. SIMON. Madam President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

AMENDMENT NO. 730

Mr. SIMON. Madam President, I send an amendment to the desk and ask for its immediate consideration.

The PRESIDING OFFICER. The clerk will report.

The legislative clerk read as follows:

The Senator from Illinois (Mr. SIMON) proposes an amendment numbered 730.

Mr. SIMON. Madam President, I ask unanimous consent that reading of the amendment be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered.

The amendment is as follows:

At the appropriate place, insert the following:

"SECTION 504(f) of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, is amended by inserting the following after 'task forces,' 'and for programs or projects to abate drug activity in residential and commercial buildings through community participation.'"

Mr. SIMON. Madam President, this amendment relates to a 4-year trial program that we had that affected the ability to seize residential areas where drugs were being used. It has been used in Cook County, and it has been a great success. There is a desire to have it extended.

Real candidly, I have shown it to the chairman of the Judiciary Committee, and I understand it is being cleared on that side, also. Senator BIDEN appeared favorable, and we are checking on the other side. I do not want to say Senator BIDEN has cleared it yet, because I have not received a direct answer. But it sounds as though it can be approved. I think it is an excellent program, and I hope we can get the OK of the managers on both sides for this amendment.

Mr. HOLLINGS. Madam President, the distinguished Senator from Illinois is correct. What happens is that it does not involve money, but it actually emphasizes this particular discretion and emphasis to this particular program.

I commend the Senator from Illinois. It has been cleared on this side.

Mr. DOMENICI. Madam President, personally, I understand it and think we ought to do this. It does not really change the law. It just provides the coverage that the Senator seeks under a different provision of the law.

But I must ask our Judiciary to clear it. I think that will be done in the next 5 minutes, in which event I will get rid of my objection, and the amendment will be agreed to.

Mr. SIMON. I understand. I ask unanimous consent that Senators MOSELEY-BRAUN and RIEGLE be added as cosponsors of the amendment.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. SIMON. Madam President, I understand that this does not add a penny to the program. It simply gives discretion to the Department of Justice, that if they want to spend some money for this program, they can do so. It is a program that has worked out very well, particularly in the Chicago area. Since Senator RIEGLE is a cosponsor, I gather it has worked out well in the Detroit area, too.

If no one else seeks the floor, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

Mr. BYRD. Madam President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

IMMIGRATION INITIATIVE

Mr. BYRD. Madam President, I congratulate Senator HOLLINGS for including a substantial new immigration border control initiative in this bill. This sizable package addresses many of the most pressing aspects of this vexing and difficult issue. Immigrants seeking a better life, free from religious and personal persecution, have always played an important part in this Nation's history. However, we can no longer afford to offer all those who come in search of a better life the opportunities that this Nation once provided. In these times of economic hardship, when it is nearly impossible for us to provide basic social guarantees to our own citizens, it is unfair and irresponsible of us, as a government, not to stem the tide of the hundreds of thousands of individuals streaming into this country illegally.

Senator HOLLINGS has proposed an initiative that will provide a substantial increase for the Immigration and Naturalization Service. This \$132 million increase for fiscal year 1994 will allow INS to restore 93 positions, hire 600 new Border Patrol agents, and add 254 new positions to support processing, detention, and deportation proceedings. The initiative includes \$75 million for construction and renovation of detention facilities, and an additional \$20 million to improve visa processing at overseas facilities and for other related purposes. The INS and State Department desperately need these increases and improvements. Senator HOLLINGS and Senator DOMENICI, the subcommittee's ranking member, have taken a significant first step in stemming the rising tide of illegal immigration.

This initiative perfectly coincides with the President's announcement Tuesday of a major immigration reform package. The President's proposal includes many of the same items, such as increased Border Patrol and improvement of visa issuance procedures, but also includes legislation to increase airline review of documentation and to close visa loopholes. In dealing with deportation proceedings, the President proposes to institute expedited exclusion procedures for those attempting to enter this country with fraudulent or no documentation. This proposal is very similar to a bill introduced earlier this year by Senator SIMPSON, which I cosponsored, and will help alleviate some of the most blatant abuses of America's already overly generous political asylum policy.

Additionally, the President will take steps to reduce the backlog of asylum cases and to streamline procedures for dealing with these cases in the future. He is also proposing stiffer criminal

penalties and enhanced enforcement authority to deal with alien smuggling and terrorism. Obviously, we will all want to look at the details of the President's proposal before endorsing any or all of the provisions, but I feel comfortable in saying that this proposal will receive strong bipartisan support and I hope that the Congress will act quickly to consider it.

Adopting this appropriation bill and the additional improvements contained in the President's package will be an excellent start at correcting deficiencies in our immigration policy that we have ignored for too long. However, over the last few years, this problem has taken on such urgency that these efforts alone will not solve the larger problems. Reform efforts must go beyond our attempts to plug the gaps of illegal immigration. We must reexamine our overall immigration policy in light of America's growing economic and social problems.

In addition to the well-known upsurge of illegal immigration, the United States has witnessed an unprecedented explosion of legal immigration in the last few years. From 1981 to 1988, total legal immigration to the United States hovered around 600,000. That number jumped to 1,090,000 in 1989, and continued up to 1,536,000 in 1990, and 1,827,000 in 1991, the last year for which we have final statistics. I wonder how many Americans realize that we tripled the number of legal immigrants admitted to the United States in just 3 years. This situation cannot continue indefinitely. A sampling of headlines taken from just the last 3 months shows the widespread concern with both illegal and legal immigration.

"Immigration Distress Signals: Asylum System Under Siege," Congressional Quarterly, May 15, 1993.

"U.S. Policy Seen Encouraging Wave of Chinese Immigration," the Washington Post, June 13, 1993.

"Return to Sender—Please: Illegal Aliens Scam the Nation's Lame Deportation System" and "Immigration Crackdown: Anxious Americans Want New Restrictions and Tougher Enforcement," U.S. News & World Report, June 21, 1993.

"A New Tide of Immigration Brings Hostility to the Surface, Poll Finds," the New York Times, June 27, 1993.

A USA Today cover story on July 14, 1993, contained the following series of headlines: "USA Cool to Huddled Masses," "Sentiment Sours as Rate of Arrival Rises: Immigration Backlash in the Land of Liberty," and "Anti-Immigrant Feeling Running High in the USA."

"Lenient Visa Rules Permit Terrorists to Enter U.S.," the Washington Post, July 23, 1993.

The USA Today article included a poll showing that 65 percent of Americans favor decreasing the level of immigration and 79 percent believe that immigration should be stopped or slowed until the U.S. economy improves. This is not a question of Ameri-

ca's compassion, or of our sympathy for the plight of those in the world that are less fortunate. We simply have reached the point where it is not possible for the United States to absorb these exceptionally large numbers. It is particularly important to note that the segment of our society which suffers the most from increased immigration is the lower end of the economic scale—unemployed, unskilled, and semiskilled laborers that are in real danger of becoming a permanent underclass in our society. If we truly want to help our citizens that are mired in poverty, we should not be accepting ever increasing numbers of replacement workers to take away those low skill jobs.

The provisions in this bill will make it easier for the INS to enforce the existing restrictions on immigration, and I hope that the Congress will move expeditiously to consider the President's proposed reforms to further strengthen that effort. But we must also realize that the U.S. economy, environment, and social structure are being severely strained by an unprecedented level of immigration and we must take action soon.

I again congratulate Mr. HOLLINGS and Mr. DOMENICI. But, more than that, I thank them for the action that they have taken. I hope that Congress will follow through and pursue this matter and that we can see some legislation come out of the authorizing committees that will deal with this serious problem, one that grows more serious every day.

Madam President, I yield the floor.

Mr. DOMENICI addressed the Chair.

The PRESIDING OFFICER (Mrs. MOSELEY-BRAUN). The Senator from New Mexico.

Mr. DOMENICI. Madam President, before the distinguished chairman of the Appropriations Committee leaves the floor, might I personally congratulate him on those remarks and thank him for his generosity with reference to my involvement.

I come from a border State. We have a different kind of problem than LaGuardia and Kennedy Airports in New York, but clearly the problems of illegal immigration are getting to the point where they are almost insurmountable.

I would like to share with the Senator—I did not have time for this bill to get the research done—that I read and was looking into a situation where—while you were referring to those at the lower end of the economic scale; and I very much appreciate your words in that regard—there is another problem.

You know a lot of America's unemployed are white collar jobs now. We see that because engineers by the thousands are out because of defense or because of the increased productivity in equipment and machinery that IBM uses instead of people. We are busy promoting and promulgating regulations

within the INS for the entry into this country of engineers and scientists.

It was thought at one point we desperately needed that. I think 5 or 6 years ago we were talking about that. We needed to bring more in because we were not producing enough.

They are now busy carrying out our intentions of a few years ago. Frankly, I think that time has past. I am not at all sure we ought, on the white collar engineering professional side, to be inviting them from foreign countries when one of the biggest unemployment problems is in the area I am discussing; and they are highly qualified, highly trained. It is not a question of not enough of them going through college, they are already through. They are getting let out when they close down the bases in Senator HOLLINGS' State and as the private sector ratchets down on the defense side. Actually we are doing a much better job of turning them out of our colleges these days—that is engineers, scientists and the like. But we are inviting and promoting new regulations so they will come in under another exemption.

I wish I had enough time to have looked at it so we could do something on this bill to inquire about it. I do not know enough about it yet, but I will be doing something about it because I think it is wrong. I think that part of the population is very worried, too, about their futures. They were earning good livings. And some are saying you will never earn it again. How do you think they feel when they see in the paper we are going to invite 25,000 more from somewhere else? Probably those others are making a living in those foreign countries. They are not the downtrodden, I would not think. And there certainly is a market for their qualities beyond our having to open our arms and our borders to them.

But on the issue of enforcement, I, too, commend the President on his proposal. We have all the funding, I think. And the capital improvements that he is contemplating are already paid for in this bill.

Frankly, I am delighted we are out front on that because it is imperative. We will not get the temporary facilities built very quickly. We will get the manpower, but we need facilities so when you come into Kennedy Airport and you say—probably in a cheating, lying manner—"I do not have any papers," we cannot turn those people back on the streets and say come back and see one of our nice judges in 6 months. They do not come back. They are probably part of the terrorist crowd. But we cannot build those facilities that quickly.

But I think we are sending a signal that we are really willing to help if they will get this under control and even get us more information. I think the U.S. Senate is really ready to be a player with our INS and others in this regard.

I thank the Senator very much for his comments.

Mr. BYRD. I thank the Senator.

The PRESIDING OFFICER. The Senator from South Carolina.

Mr. HOLLINGS. Madam President, let me also join in thanks to the distinguished chairman of our Appropriations Committee, not only for his leadership on this particular bill and, of course, the full committee staff, Tim Leeth and Jack Conway, who have been so helpful while the committee staff director, Jim English, is recovering from surgery. The distinguished chairman has led the way on our bill, and he is overgenerous with his comments.

With respect to immigration, we can beef it up and do way better at the airports in New York, and in Detroit where they are coming in from the Canadian side, or down in Miami, or over in San Francisco, or up in Seattle. But, in all candor, it is going to be an impossible situation over the Rio Grande, from Tijuana right on down to Matamoros.

I happened to visit in Spain at the Easter break. The consul there used to be the consul down in San Diego. He was telling me stories where 5,000 aliens a week were coming across the border there—coming all different ways, even running down the middle of the street. Not just the poor, the tired, the "huddled masses yearning to breathe free." No; those who work for the 2,000 American industries down in Mexico, and other countries, the some 600,000 job positions now occupied making \$1, \$1.50 an hour, oh no, they learned the skill, jump ship, jump Mexico, and come up into San Diego, and disperse throughout the country and end up working for \$7 an hour.

We are trying our best. We put funding for 600 additional agents in the border patrol. We put in some extra detention facilities. We did what we could realistically do, as quick as we possibly could. So we are headed in the right direction.

I recall when we burned the poppy fields in Turkey, broke up the laboratories in Marseilles, and we moved down into the mountains of Bolivia. I remember when the First Lady, Mrs. Rosslyn Carter, was going to visit Colombia and present the government with two helicopters to fight the drug trade. She came before our subcommittee. She said she memorized a little talk in Spanish and was going to make an impression. She goes down there with the two helicopters we gave her and all this fine radio equipment. Well, it went to the official who was in charge of the drug traffic. But, instead of detaining and arresting, we accelerated the blooming thing. Now it is even worse coming out of Mexico. We are working at it though, and we thank the Senator for his leadership on this score.

I see the Senator from South Dakota is ready so we can move on this bill.

The PRESIDING OFFICER. The Senator from South Dakota. Without objection the pending amendment is laid aside.

AMENDMENT NO. 731

(Purpose: To require the Federal Communications Commission to submit an analysis to Congress outlining options for addressing telephone calling card procedures)

Mr. PRESSLER. Madam President, I send an amendment to the desk and ask for its immediate consideration.

The PRESIDING OFFICER. The clerk will report.

The assistant legislative clerk read as follows:

The Senator from South Dakota [Mr. PRESSLER] proposes an amendment numbered 731.

Mr. PRESSLER. Madam President, I ask unanimous consent that reading of the amendment be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered.

The amendment is as follows:

On page 87, between lines 20 and 21, insert the following new section 609:

SEC. 609. TELEPHONE CALLING CARD PROCEDURES.

(a) ANALYSIS.—Not later than 180 days after the date of enactment of this Act, the Federal Communications Commission shall submit an analysis to Congress outlining options for addressing telephone calling cards procedures which will maximize consumer benefits.

(b) CONTENTS.—The Analysis shall include—

(1) a discussion of the various options regarding the use of calling cards and telephone calling card procedures;

(2) the costs of implementation of the options submitted as part of the analysis containing methods of addressing telephone calling card procedures;

(3) the benefits of various telephone calling card procedures to consumers;

(4) the competitive effects of various telephone calling card procedures (both to inter-LATA (local access transport areas) and intra-LATA) to consumers;

(5) any anticipated technical and legal problems that might arise under the various options for telephone calling card procedure;

(6) the effect on aggregators, including pay phone owners, hotels, motels, prisons, universities, and similar entities;

(7) the need for a change in view of compliance with the Telephone Operator Consumer Services Improvement Act of 1990 (P.L. 101-435); and

(8) the steps to be taken, if any, to implement options submitted as part of the analysis involving calling card procedures and the time frame necessary to complete such steps.

Mr. PRESSLER. Madam President, I send an amendment to the desk and ask its immediate consideration. I ask that further reading of the amendment be dispensed with. Madam President, this amendment to the Department of Commerce, State, and Justice appropriations bill is designed to make credit card calls away from home easier for all consumers.

I understand that it has been agreed to on both sides.

This amendment involves telephone credit card numbers.

I am concerned about the complicated process entailed in successfully completing a credit card telephone call away from the home or office. I know that people who travel extensively would agree strongly.

It takes a minimum of 25 numbers to dial a credit card number, but if you are in certain circumstances it takes 36 numbers. If you have to try several calling options before successfully completing your call, you could dial as many as 91 numbers. I cannot remember 36 or 91 numbers, so I am always having a hard time making my credit card calls.

If all the telephone companies could agree on technology and procedures, perhaps we could make credit card calling easier—so I would only have to remember four or five numbers.

This aging Senator believes that technology should make the lives of the American people simpler. What has happened is we balkanized the telephone companies of the United States. Rightly or wrongly—that is not the issue. The point is each company wants you to use its credit card. If you are at an airport or shopping market, it may be slightly more difficult to complete your call. You may have to dial an access code or an 800 number. In addition, the charges may differ depending on which method the consumer uses to access the long-distance carrier.

With all the advances in technology, it seems to me there should be a way to simplify this process.

Perhaps, we could have a simple, nationwide credit card calling system in which nobody has to remember more than four or five or six numbers. It is difficult to get competing companies to agree on calling card procedures and technology. They each want to keep their customers, and would like to block out the other ones. Competition is good, but in this case the American people are tired of having to dial 36 or 91 numbers. At least I am.

This amendment would direct the Federal Communications Commission [FCC] to submit an analysis to Congress outlining options for addressing telephone calling card procedures. The FCC has looked at these problems in at least two proceedings. My amendment asks the FCC to submit its analysis of options for solving this confusion to Congress within 6 months.

The analysis would include information on cost/benefits, competitive effects, technical and legal problems, and implementation steps and timetables associated with proposed solutions to these problems.

We are trying to make life simpler. I urge the adoption of the amendment.

The PRESIDING OFFICER. Is there further debate? The Senator from South Carolina.

Mr. HOLLINGS. Madam President, in 1990 Congress passed the Telephone Operator Consumer Services Improvement Act. The Legislation was designed to give consumers more choice when placing a telephone call with their credit card or telephone calling card. There, of course, continues to be some confusion regarding this issue.

At the present time the Federal Communications Commission has several ongoing proceedings on this matter.

The Commerce Committee has not held any hearings on the problems raised by Senator PRESSLER but we are glad to clear the amendment on this side.

Mr. DOMENICI. We are glad to indicate our approval of the amendment, also, Madam President, and compliment the Senator for offering it.

THE PRESIDING OFFICER. If there be no further debate, the question is on agreeing to the amendment.

The amendment (No. 731) was agreed to.

Mr. PRESSLER. Madam President, I move to reconsider the vote.

Mr. HOLLINGS. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mr. HOLLINGS. Madam President, I suggest the absence of a quorum with the time to be charged equally to both sides.

THE PRESIDING OFFICER. Without objection, it is so ordered.

The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

Mr. DOMENICI. Madam President, I ask unanimous consent that the order for the quorum call be rescinded.

THE PRESIDING OFFICER. Without objection, it is so ordered.

Mr. DOMENICI. Madam President, I rise one more time to plead with any Republican Senator who might have an amendment. Obviously, on the requested list there are still a score more of them, but we are hearing from none. So I am assuming—and I want them all to know—that other than the Hatch amendment that we are talking about here—and perhaps we will adopt that—we do not have any other amendments on our side. We have Senator SIMON's amendment, which I think he is still trying to clear. We have cleared Senator SIMON's amendment.

Mr. HOLLINGS. We are trying to clear one word in there.

Mr. DOMENICI. Again, I think we are very close, unless the chairman has some additional items. If you are not down here in the next 5 or 6 minutes, we are going to go ahead and proceed, as I understand the Chairman's wishes; is that correct?

Mr. HOLLINGS. That is correct.

AMENDMENT NO. 732

Mr. DOMENICI. Madam President, on behalf of Senator HATCH, I send an amendment to the desk and ask for its immediate consideration.

THE PRESIDING OFFICER. The clerk will report.

The assistant legislative clerk read as follows:

The Senator from New Mexico [Mr. DOMENICI], for Mr. HATCH, proposes an amendment numbered 732.

Mr. DOMENICI. Mr. President, I ask unanimous consent that the reading of the amendment be dispensed with.

THE PRESIDING OFFICER. Without objection, it is so ordered.

The amendment is as follows:

On page 19, line 2, strike "\$725,161,000" and insert "\$727,161,000";

On page 13, line 10, delete "\$337,808,000" and restore the matter stricken; and

On page 77, line 13 strike "\$210,000,000" and insert "\$206,000,000".

THE PRESIDING OFFICER. The question is on agreeing to the amendment.

The amendment (No. 732) was agreed to.

Mr. DOMENICI. Madam President, I move to reconsider the vote by which the amendment was agreed to.

Mr. HOLLINGS. I move to lay that motion on the table. The motion to lay on the table was agreed to.

Mr. HATCH. Madam President, I want to thank the managers for accepting my amendment, providing an additional \$4 million for DEA and U.S. Marshals. I understand that the managers share my expectation that rural areas will receive a fair share of these additional moneys.

Mr. HOLLINGS. That is correct.

Mr. DOMENICI. I agree.

AMENDMENT NO. 730

Mr. HOLLINGS. Madam President, the particular amendment of the Senator from Illinois [Mr. SIMON] is that the pending business?

THE PRESIDING OFFICER. That is the pending amendment.

AMENDMENT NO. 730, AS MODIFIED

Mr. HOLLINGS. Madam President, I ask unanimous consent to modify Senator SIMON's amendment by adding at the end of the words "task forces," on line 3 of the amendment, the phrase "gang task forces".

So it would read:

*** of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, is amended by inserting the following after "task forces": "gang task forces" and for programs or projects to abate drug activity in residential and commercial buildings through community participation. ***

That has been cleared on both sides.

Mr. DOMENICI. We have no objection.

THE PRESIDING OFFICER. The amendment is so modified.

The amendment, with its modification, is as follows:

At the appropriate place, insert the following:

"Sec. 504(f) of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, is amended by inserting the following after "task forces": "gang task forces, and for programs or projects to abate drug activity in residential and commercial buildings through community participation." "

Mr. BIDEN. Mr. President, I shall not insist upon a rollcall vote on this amendment. But, I wish to make it clear that I oppose this effort to seek an exemption to the 4-year time limit on the programs funded by the Justice Department's State and local aid program.

I have long supported this time limit to ensure that the Justice Department's program continues to fund new and innovative crime control efforts. The time limit also serves state criminal justice planners in their efforts to use Federal funds to try new efforts

and seek state and local funding for those that prove successful.

I do not restrict my remarks to the merits of any particular program, including those that might be covered by this amendment. In fact, I have opposed several other attempts to exempt specific programs from this time limit.

Of course, I would point out that there is the a single exemption to the 4-year rule—the Federal, State, and local multifurisdictional task forces. I supported this single exemption because these tasks forces are in place throughout the nation and because they require an ongoing partnership between federal, state and local law enforcement personnel.

Mr. President, again, I will not insist upon a rollcall vote on this amendment; but, I rise to clearly state my opposition, and the reasons for my opposition to this amendment.

Mr. HOLLINGS. I urge the adoption of the amendment.

THE PRESIDING OFFICER. The question is on agreeing to the amendment, as modified.

The amendment (No. 730), as modified, was agreed to.

Mr. DOMENICI. Madam President, I move to reconsider the vote by which the amendment was agreed to.

Mr. HOLLINGS. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mr. DOMENICI. I suggest the absence of a quorum and that it be charged equally.

THE PRESIDING OFFICER. The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

Mr. HOLLINGS. Madam President, I ask unanimous consent that the order for the quorum call be rescinded.

THE PRESIDING OFFICER. Without objection, it is so ordered.

AMENDMENT NO. 733

Mr. HOLLINGS. Madam President, I send an amendment to the desk.

THE PRESIDING OFFICER. The clerk will report.

The assistant legislative clerk read as follows:

The Senator from South Carolina [Mr. HOLLINGS] proposes an amendment numbered 733.

Mr. HOLLINGS. Madam President, I ask unanimous consent that the reading of the amendment be dispensed with.

THE PRESIDING OFFICER. Without objection, it is so ordered.

The amendment is as follows:

An amendment to the NOAA operations and facilities account. On page 38, insert after "Arkansas" on line 5, the following: ", and of which \$10,000,000 shall be available for NOAA-wide efforts to conduct research on coastal development and population growth-associated problems, seafood safety, and remediation of environmental contamination and habitat restoration, including joint pilot projects between the National Oceanic and Atmospheric Administration and the National Institute of Standards and Technology to apply advanced sensor and environmental

technologies for such purposes, particularly at military installations slated for closure."

Mr. HOLLINGS. Madam President, this is one for the National Oceanic and Atmospheric Administration, giving discretion to the administrator of NOAA to apply advanced sensor and environmental technologies and for such purposes, particularly military installations that have been designated for closure.

If he, without further expense, can locate at those particular places, he has the discretion to do so. It has been cleared on both sides.

The PRESIDING OFFICER. Is there further debate?

Mr. DOMENICI. I have no objection.

The PRESIDING OFFICER. The question is on agreeing to the amendment.

The amendment (No. 433) was agreed to.

Mr. HOLLINGS. Mr. President, I move to reconsider the vote by which the amendment was agreed to.

Mr. DOMENICI. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mr. DOMENICI. I ask for the yeas and nays on final passage.

The PRESIDING OFFICER. Is there a sufficient second?

There is a sufficient second.

The yeas and nays were ordered.

Mr. HOLLINGS. Madam President, let me thank the distinguished Senator from New Mexico, and staffs on both sides, particularly Marty Paone, Lula Davis, Elizabeth Greene, and others who have been so helpful. The reason we look like we know what we are doing is because of the folks right here at the front table on both sides of the aisle. They know it, understand it, and keep us on course and parliamentarily sound. I am really indebted to them, as well as to my distinguished colleague from New Mexico.

Mr. DOMENICI. Madam President, I want to join the distinguished chairman in that regard. I am delighted that we are going to finish this bill. I think it is a good bill.

I hope we can return it almost intact from conference. And I thank the staff on both sides. I think they have done a good job, and we are ready to proceed.

MCGRUFF HOUSE NETWORK

Mr. HATCH. I rise to call my colleagues' attention to the work that is being done by the National McGruff House Network. Driven by the need to prevent victimization of children and youth, the McGruff House Network is having a positive impact on child protection efforts and strategies nationwide. The Network, a nonprofit organization, commits its efforts to providing a safety network for all children through the establishment of McGruff Houses. The McGruff Houses are temporary havens for children in threatening situations. The Network totals 569 communities and 915 operational programs, managing 93,122 volunteer McGruff Houses in 47 States, including

my home State of Utah and the States represented by the distinguished floor managers, South Carolina and New Mexico.

Currently, the Network receives partial funding from the National Crime Prevention Council. The National Crime Prevention Council has been recognized by the committee for its work and the committee has expressed its expectation that its grants will continue. This, however, does not ensure that the McGruff House Network grants will continue. In my view, the Network is doing noble work for the benefit of children and its funding should be assured. For this reason, I believe that the National McGruff House Network should receive its own grant, of \$100,000, from the Department of Justice to continue its excellent work.

I ask my colleagues, do they expect the Bureau of Justice Assistance to provide \$100,000 for the National McGruff House Network for fiscal year 1994?

Mr. HOLLINGS. As the review of the grant application is considered by the Bureau of Justice Assistance, I would expect that the BJA give every consideration to ensuring that \$100,000 is provided to the National McGruff House Network.

Mr. DOMENICI. I share the view of my colleagues.

Mr. HATCH. I thank my colleagues.

COMMERCE, JUSTICE, STATE, AND JUDICIARY APPROPRIATIONS BILL

Mr. KERRY. Madam President, I want to indicate my support for the Commerce, Justice, State, and Judiciary appropriations bill before us today and I want to commend Chairman HOLLINGS' efforts in bringing this bill to the floor and applaud the broad-based support this package has received from a majority of subcommittee and full committee members. The committee faced the daunting task of crafting a bill that would fairly distribute funding to a broad array of important programs, many of which are critical to our economy and our marine environment, within a budget framework of extremely limited resources. While there are always some disappointments about some programs and projects, I believe the present bill will be of very significant benefit nationally. The bill of course, touches many agencies and scores of important programs, including those focused on economic development and business law enforcement, and our diplomatic and international relations activities. I would like to highlight what I believe are the vital marine and coastal programs that received the committee's attention.

I am privileged to serve as the vice chair of the Commerce Committee's National Ocean Policy Study. Through that role I know and value Chairman HOLLINGS' deep commitment to programs operated by the National Oceanic and Atmospheric Administration [NOAA] and the other important marine and coastal programs. Despite the

difficult fiscal times, the appropriations subcommittee and full committee admirably acted to provide funding increases to some key marine and coastal programs and to assure the continuation of others. Several of these indispensable programs did not receive funding in the House bill, and I remain hopeful that we can maintain the Senate funding levels during the conference with the House.

I applaud the committee for providing \$2 million for the North Atlantic Fisheries Reinvestment Program, and \$7.944 million for the Saltonstall-Kennedy fisheries grants program, for which the administration budget included no funding at all. These programs are essential to New England during this difficult time. The Saltonstall-Kennedy fisheries grants program is also important to other coastal regions because it provides funding for research to enhance fish stocks, to develop new markets for underutilized fish species, and to assess new fishing gear technologies.

In addition, I am particularly pleased at the increase in funding levels, from \$43.225 million in fiscal year 1993 to \$51.714 million for the Coastal Zone Management [CZM] Program. Twenty-two Senators joined me in sending a letter in support for increased funding for this relatively small but extremely effective program to protect our national shoreline. For over two decades, through the unique Federal/State partnership established by the Coastal Zone Management Act, the coastal States and the National Oceanic and Atmospheric Administration [NOAA] have worked closely together to preserve, protect, develop, and where possible, to restore or enhance America's coastal resources.

Since the establishment of the national CZM Program, solid, measurable progress has been made. The protection of life and the safety of our citizens have been greatly increased. Wetlands, estuaries, rivers and bays have been afforded a chance to recover, and the dependent coastal fisheries, tourism and local economies have been improved. Development within the coastal zone has been far more wisely managed than ever before. From coast to coast Americans have far greater access to the beautiful shores and beaches of our country.

An ocean program very important to my State is the National Marine Sanctuary Program. The recent dedication of the Stellwagen Bank National Marine Sanctuary off the coast of Massachusetts is an excellent example of Federal activity that produces both environmental protection and economic enhancement. This marine mammal feeding area is popular with whale watchers and fisherman and protection of the Bank has received wide support—not only among my constituents but nationwide. The appropriation of \$9.15 million provides necessary funding levels to maintain this important national program, especially given the

addition of new sites such as Stellwagen Bank.

I also would like to commend the committee for its continuing support of the Sea Grant Program, which is funded that year at \$49 million, an increase over last year's appropriation to reflect new efforts—in the area of marine biotechnology, for example. The Sea Grant College Program has proven itself to be a wise investment. The Sea Grant Program funds regional research, enhances technology transfer and provides public education and outreach services for the Nation's coastal resources.

On global environmental issues, I have worked actively for an Antarctic Environmental Protocol, including the Convention on the Conservation of Antarctic Marine Living Resources [CCAMLR]. Data provided by NOAA's Antarctic Marine Living Resources [AMLR] program are critical to CCAMLR's implementation and I am very pleased that \$1.2 million has been provided to ensure the continuation of this critical work.

The groundfish fishery in New England has been in decline, causing much hardship in local fishing communities and depriving the Nation of an important and nutritious food source. Continued support is needed for the scientific and assessment efforts that are the basis for the difficult management decisions necessary to preserve these fisheries while taking into account the needs of those whose livelihoods depend on fishing or on commerce in fish and fish products, and those who are consumers of these products. The committee directs continued funding for the fisheries studies in New England, including Atlantic salmon at \$710,000, Atlantic bluefin tuna at \$250,000, and right whale research at \$214,000. The Gulf of Maine Groundfish Survey received \$567,000; New England stock depletion studies, \$1.16 million; management of Georges Bank, \$480,000; and the Atlantic Migratory Pelagics Program, \$700,000 for an observer program.

The area of aquaculture is one that has significant benefits, both present and future, to coastal communities nationwide. I am very supportive of the committee's recommendation of \$2.25 million for the aquaculture program. When the conference committee begins its work, I will encourage the Senate conferees to look closely at a shellfish aquaculture pilot program in Nantucket as well as a Long Island project for which the House appropriated \$225,000. Both these programs would enhance fisheries as well as economic development.

Finally, I would like to voice my support for NOAA's Global Climate Change Research Program. NOAA is an important part of the overall U.S. interagency effort to improve the science that is needed to make critical decisions about the future of our planet. The Senate bill's inclusion of \$53 million is well below even the House mark of \$66.902 million, and I hope a fa-

vorable compromise can be reached in conference.

In closing, Madam President, I once again compliment the able Senator from South Carolina [Mr. HOLLINGS] in his role as chairman of the appropriations subcommittee. He is a leader, a strong and courageous figure in this institution, and a good friend. I commend the other members of the subcommittee and its staff, particularly Scott Gudes who has done a tremendous job and has been very generous with his time and attention. The bill they have brought to the Senate is a very good bill, and one over which they have labored conscientiously—in the portion addressing oceans and atmosphere programs which I have detailed, in the portions addressing the State Department's budget and activities, and in the other portions of the bill.

I believe I convey sentiments shared by virtually all of my colleagues when I express sincere thanks to the chairman, members, and staff for their efforts. I look forward to working with all of them as the process continues toward enactment.

GEORGIA INTERNATIONAL MARITIME TRADE CENTER

Mr. COVERDELL. Madam President, the mayor of Savannah, GA, recently advised me of a very worthwhile project which the city has committed to undertake. Specifically, Savannah/Chatham County plans to build an international trade center, which will be known as the Georgia International Maritime Trade Center. The city envisions that this facility will serve as a central trade facility for the southeastern region of the United States, where in domestic and foreign manufacturers may meet and display goods. Additionally, the center will serve as a repository of information through its trade library and trade service center where market data and consulting services for international trade will be available.

The city of Savannah is strongly committed to building this project. Earlier this month, the city of Savannah voted for a bond referendum and an increase in the hotel/motel tax that will fund 55 percent (\$37 million) of the construction of this facility. Additionally, it is my understanding that the Governor of Georgia, Zell Miller, has agreed to provide \$18.5 million in his fiscal year 1994-95 budget proposal for the project. Thus, State and local governments have committed to \$55.5 million of the \$73 million needed to complete the project.

The city of Savannah has requested that the Federal Government join in this effort by providing funds to aid with the initial planning and design of the facility. I believe this very worthwhile project should be given serious consideration for a planning grant from the Economic Development Assistance Program, which is a program within the Department of Commerce.

I believe it is the practice of the appropriations Committee to recommend

various projects as worthy of consideration for economic development assistance grants in its report accompanying the Commerce, Justice, State, Judiciary and Related Agencies appropriations bill. Unfortunately, this project was not included in the committee's report, primarily because the city of Savannah only recently held its bond referendum which solidified the city's plans for the project. Consequently, it is my sincere hope that the conferees to the Commerce, Justice, State and Judiciary appropriations bill will include this project as one worthy of an economic development assistance grant in their report accompanying the conference version of the bill.

RADIO FREE ASIA

Mr. BIDEN. I would like to get the attention of the chairman of the subcommittee for a moment. As I understand it, this bill provides \$10 million in the U.S. Information Agency to initiate Radio Free Asia, a proposal that I have been promoting for the last 3 years. Do I understand that correctly?

Mr. HOLLINGS. My friend from Delaware is correct.

Mr. BIDEN. It is my understanding that the Clinton administration originally requested \$30 million for this program. However, because the proposal to consolidate U.S. Government-sponsored international radio operations will achieve efficiencies in the international broadcasting account, the administration now believes that just \$15 million will be required.

If I could get the attention of the chairman again, is it his intention that up to \$5 million would be available in the radio construction account for Radio Free Asia?

Mr. HOLLINGS. Yes. I agree with the Senator from Delaware that up to \$5 million is available for that purpose.

SEC FUNDING

Mr. RIEGLE. Madam President, I am pleased that the Commerce, Justice, State appropriations bill contains the full funding request for the Securities and Exchange Commission. This will enable the SEC to carry out its important mission of enforcing the securities laws. Our financial markets are the most liquid in the world, in large part because investors are confident they are properly regulated.

I am concerned, however, about the mechanism used for SEC funding. The fees charged for the registration of securities were raised in 1990, and again in 1992. They will be raised a third time by this bill. Under this legislation, registration fees will be almost double the level of five years ago. These fees have been designated as offsetting collections to SEC appropriations. This increases the amount of money available to the Appropriations Committee, allowing it to appropriate less to the SEC and more elsewhere.

In 1992, SEC registration fees exceeded SEC appropriations by 130 percent. Under this bill, in 1994 fees are estimated to exceed appropriations by 195 percent. When fees on securities reg-

istrations bring in more money than is needed to fund the SEC, it is not a user fee, but a tax. These excess fees constitute a hidden tax on capital formation—discouraging private sector economic growth. It is ironic that while this bill raises securities registration fees, paid by investors and entrepreneurs who depend on efficient SEC regulation, the SEC will have to cut 110 full staff positions over 3 years.

The House of Representatives recently passed a bill providing for a closer correlation between SEC fees and SEC appropriations. Congress would determine the SEC's funding needs, and the agency would set fees to collect an amount equal to its annual appropriation—no more, no less. Fines and penalties collected by the SEC would continue to go to the Treasury general fund. The Banking Committee's Securities Subcommittee, chaired by Senator DODD, will review this issue at a hearing tomorrow morning on the SEC's budget authorization request.

The chairman of the Appropriations Subcommittee, Senator HOLLINGS, and his staff have expressed their willingness to work with the Banking Committee on the SEC funding issue prior to conference as this appropriations bill moves forward. Madam President, I thank the Senator from South Carolina for his cooperation.

BANKRUPTCY JUDGESHIPS AUTHORIZED IN THE 102D CONGRESS

Mr. SIMON. Madam President, I want to address the need to fund the 35 new bankruptcy judgeships Congress authorized last year in Public Law 102-361. Congress authorized these judgeships based on the recommendations of a 1991 Judicial Conference report on bankruptcy judgeship needs.

Between 1980 and 1992, bankruptcy filings nationwide increased about 193 percent. As a result of this increase, bankruptcy judges across the country have experienced significant backlogs in their dockets. When the courts are backlogged, assets are frozen and creditors do not receive funds due under the operation of the bankruptcy laws. The backlogs also have an obvious impact on businesses trying to reorganize their way out of debt. Although overall bankruptcy case filings decreased somewhat in 1992, the need for these judgeships has not diminished since they were authorized last year.

Public Law 102-361 includes an additional bankruptcy judgeship for the Southern District of Illinois. This district includes 38 counties and covers over 15,000 square miles. It is larger than the States of Massachusetts, Connecticut, Rhode Island, and Delaware combined. The bankruptcy court is authorized to sit in four sites in the southern district—East St. Louis, Benton, Alton, and Effingham. During 1992, the Honorable Kenneth T. Meyers, the lone bankruptcy judge in the Southern District of Illinois, traveled over 12,000 case-related miles. At least twice each week he travels the 115 miles between East St. Louis and Benton, the two pri-

mary sites for the court. In assessing the need for an additional bankruptcy judgeship in the Southern District of Illinois, the Judicial Conference, in addition to finding that the district has a substantial and expanding caseload, noted the extensive travel involved in this district.

It is my hope that as the Judicial Conference allocates the funds appropriated under this bill, funding the 35 new bankruptcy judgeships will be among its highest priorities. I strongly urge the Judicial Conference to continue its recognition of the need for these additional bankruptcy judgeships by using funds appropriated in the salaries and expenses account to fund these judgeships.

Mr. DOLE. Madam President, earlier this week, I had a meeting in my office with Elma Broadfoot, the new mayor of Wichita, KS. She had one message for us—gang violence is no longer just a big city problem, it is now threatening to overrun heartland cities—cities like Wichita, KS.

Gang violence is not something most people associate with Kansas, but last month's front page article in the Washington Post explained how "gangs are carving a new frontier on the old." In 3 years, the number of gangs in Wichita have gone from 3 to 90. According to a study at Pepperdine University, Wichita ranks ninth in the Nation in gang membership. That is one high ranking we are not proud of.

In the beginning much of the increase in gang activity was driven by drugs, particularly crack, but now the biggest problem is violent crime. Last year, Wichita reported 237 robberies and other gang-related armed assaults. The police also reported more than 300 drive-by shootings, many of which were gang related.

According to the mayor, one recent gang-related incident was particularly painful for the city. At a Fourth of July celebration, an innocent bystander was killed when she stepped in the middle of a gang shoot-out. Wichitians were deeply saddened that America's proudest day had been desecrated by gang violence.

Wichita is determined to take an aggressive approach to combating gang violence by concentrating the efforts of police and community volunteers in high crime activity areas. The city calls this approach the integrated teams approach or the IT program.

As a first step police work with community volunteers and the local NAACP chapter to identify criminal activity in a neighborhood. The police follow up by giving problem areas their highest priority until the area is rendered safe. Finally, community organizers establish neighborhood watch groups, clean up neighborhoods, and get children and teenagers involved in recreation and job training opportunities.

Madam President, I would like to offer an amendment to earmark community policing funding in the Com-

merce, State, Justice bill for this innovative program. This project would be an excellent model for moderate size cities throughout the country that are working to stop gang violence. I urge my colleagues to support this amendment.

The Senator from Kansas would like to note that the chairman and ranking member have always treated Kansas with extraordinary fairness on items ranging from modernization of the weather system to Department of Commerce grants for disaster assistance. I greatly appreciate their help throughout the years.

Mrs. KASSEBAUM. I would simply like to echo the remarks of the Republican leader, Senator DOLE. I, too, met with Mayor Broadfoot earlier this week, and I am very concerned about the violence in Wichita. The prevalence of gangs in the city has been the subject of national media attention and many Wichitians have seen their neighborhoods turn into turf war battlefields. Something has to be done.

The city of Wichita is dedicated to reducing the violence and they have developed an innovative approach to achieve that goal. It is my hope that the Senate will support this amendment to make available to Wichita a community policing demonstration grant so that their plan can be put into effect. I appreciate the consideration of the distinguished chairman and ranking member.

The PRESIDING OFFICER. The bill is open to further amendment. If there be no further amendment to be proposed, the question is on the engrossment of the amendments and the third reading of the bill.

The amendments were ordered to be engrossed and the bill to be read a third time.

The bill was read the third time.

The PRESIDING OFFICER. The bill having been read the third time, the question is, Shall it pass? On this question, the yeas and nays have been ordered, and the clerk will call the roll.

The bill clerk called the roll.

The PRESIDING OFFICER. Are there any other Senators in the Chamber who desire to vote?

The result was announced—yeas 87, nays 13, as follows:

[Rollcall Vote No. 225 Leg.]

YEAS—87

Akaka	Cohen	Gramm
Baucus	Coverdell	Grassley
Bennett	D'Amato	Harkin
Biden	Danforth	Hatch
Bingaman	Daschle	Hatfield
Bond	DeConcini	Hollings
Boren	Dodd	Inouye
Borser	Dole	Jeffords
Bradley	Domenici	Johnston
Breaux	Dorgan	Kassebaum
Bryan	Durenberger	Kennedy
Bumpers	Exon	Kerrey
Burns	Feingold	Kerry
Byrd	Feinstein	Kohl
Campbell	Ford	Lautenberg
Chafee	Glenn	Leahy
Coats	Gorton	Levin
Cochran	Graham	Lieberman

Lugar	Murray	Sarbanes
MacK	Nickles	Sasser
Mathews	Nunn	Shelby
McCain	Packwood	Simon
McConnell	Pell	Simpson
Metzenbaum	Pressler	Specter
Mikulski	Pryor	Stevens
Mitchell	Reid	Thurmond
Moseley-Braun	Riegle	Warner
Moynihan	Robb	Wellstone
Murkowski	Rockefeller	Wofford

NAYS—13

Brown	Hefflin	Roth
Conrad	Helms	Smith
Craig	Hutchison	Wallop
Faircloth	Kempthorne	
Gregg	Lott	

So the bill (H.R. 2519), as amended, was passed.

Mr. HOLLINGS. Madam President, I move to reconsider the vote.

Mr. DOMENICI. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mr. MITCHELL. Madam President, I want to congratulate the distinguished Senators from South Carolina and New Mexico. They and the other Members of the Senate moved forward with dispatch on this matter.

Mr. HOLLINGS. I thank the majority leader for his leadership and help, and I thank the entire staff for their help.

Madam President, I move that the Senate insist on its amendments, request a conference with the House on the disagreeing votes of the two Houses, and that the Chair be authorized to appoint conferees.

The motion was agreed to, and the Presiding Officer appointed Mr. HOLLINGS, Mr. INOUE, Mr. SASSER, Mr. BUMPERS, Mr. KERREY of Nebraska, Mr. BYRD, Mr. DOMENICI, Mr. STEVENS, Mr. GRAMM of Texas, Mr. MCCONNELL, and Mr. HATFIELD conferees on the part of the Senate.

Mr. MITCHELL. Madam President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The bill clerk proceeded to call the roll.

Mr. MITCHELL. Madam President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

TREASURY, POSTAL SERVICE, AND GENERAL GOVERNMENT APPROPRIATIONS ACT, 1994

Mr. MITCHELL. Madam President, I ask unanimous consent that the Senate now proceed to H.R. 2403, the Treasury, Postal appropriations bill.

The PRESIDING OFFICER. The bill will be stated by title.

The bill clerk read as follows:

A bill (H.R. 2403) making appropriations for the Treasury Department, the United States Postal Service, the Executive Office of the President, and certain independent agencies, for the fiscal year ending September 30, 1994, and for other purposes.

The PRESIDING OFFICER. Is there objection to the immediate consideration of the bill?

There being no objection, the Senate proceeded to consider the bill, which had been reported from the Committee on Appropriations, with amendments, as follows:

(The parts of the bill intended to be stricken are shown in boldface brackets, and the parts of the bill intended to be inserted are shown in italics.)

H.R. 2403

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums are appropriated, out of any money in the Treasury not otherwise appropriated, for the Treasury Department, the United States Postal Service, the Executive Office of the President, and certain independent Agencies, for the fiscal year ending September 30, 1994, and for other purposes, namely:

TITLE I

DEPARTMENT OF THE TREASURY

DEPARTMENTAL OFFICES

SALARIES AND EXPENSES

For necessary expenses of the Departmental Offices including operation and maintenance of the Treasury Building and Annex; hire of passenger motor vehicles; maintenance, repairs, and improvements of, and purchase of commercial insurance policies for, real properties leased or owned overseas, when necessary for the performance of official business; not to exceed \$2,900,000 for official travel expenses; not to exceed \$100,000 for official reception and representation expenses, of which \$75,000 is for such expenses of the international affairs function of the Offices; of which not less than \$6,902,000 and 90 full-time equivalent positions shall be available for enforcement activities, and of which no less than \$2,971,000 and 46 full-time equivalent positions shall be available for the Office of Foreign Assets Control; not to exceed \$258,000 for unforeseen emergencies of a confidential nature, to be allocated and expended under the direction of the Secretary of the Treasury and to be accounted for solely on his certificate; not to exceed \$488,000, to remain available until expended, for repairs and improvements to the Main Treasury Building and Annex; [\$104,597,000] \$105,700,000.

OFFICE OF INSPECTOR GENERAL

SALARIES AND EXPENSES

For necessary expenses of the Office of Inspector General in carrying out the provisions of the Inspector General Act of 1978, as amended, hire of passenger motor vehicles; not to exceed \$2,000,000 for official travel expenses; not to exceed \$100,000 for unforeseen emergencies of a confidential nature, to be allocated and expended under the direction of the Inspector General of the Treasury; \$28,897,000 [, of which \$300,000 shall remain available until expended for the Inspectors General Auditor Training Institute].

FINANCIAL CRIMES ENFORCEMENT NETWORK

SALARIES AND EXPENSES

For necessary expenses of the Financial Crimes Enforcement Network, including hire of passenger motor vehicles; not to exceed \$4,000 for official reception and representation expenses; \$18,280,000.

TREASURY FORFEITURE FUND

(LIMITATION OF AVAILABILITY OF DEPOSITS)

For necessary expenses of the Treasury Forfeiture Fund, as authorized by Public Law 102-393, not to exceed [\$14,770,000] \$50,000,000, to be derived from deposits in the Fund.

FEDERAL LAW ENFORCEMENT TRAINING CENTER

SALARIES AND EXPENSES

For necessary expenses of the Federal Law Enforcement Training Center, as a bureau of the Department of the Treasury, including purchase (not to exceed fifty-two for police-type use) and hire of passenger motor vehicles; for expenses for student athletic and related activities; uniforms without regard to the general purchase price limitation for the current fiscal year; the conducting of and participating in firearms matches and presentation of awards; for public awareness and enhancing community support of law enforcement training; not to exceed \$7,000 for official reception and representation expenses; room and board for student interns; and services as authorized by 5 U.S.C. 3109: *Provided*, That the Center is authorized to accept gifts: *Provided further*, That notwithstanding any other provision of law, students attending training at any Federal Law Enforcement Training Center site shall reside in on-Center or Center-provided housing, insofar as available and in accordance with Center policy: *Provided further*, That funds appropriated in this account shall be available for State and local government law enforcement training on a space-available basis; training of foreign law enforcement officials on a space-available basis with reimbursement of actual costs to this appropriation; training of private sector security officials on a space available basis with reimbursement of actual costs to this appropriation; travel expenses of non-Federal personnel to attend State and local course development meetings at the Center: *Provided further*, That the Director of the Federal Law Enforcement Training Center shall annually present an award to be accompanied by a gift of intrinsic value to the outstanding student who graduated from a basic training program at the Center during the previous fiscal year, to be funded by donations received through the Center's gift authority: *Provided further*, That the Center is authorized to obligate funds in anticipation of reimbursements from agencies receiving training at the Federal Law Enforcement Training Center: *Provided further*, That the Federal Law Enforcement Training Center is authorized to provide short term medical services for students undergoing training at the Center: [\$47,195,000] \$47,695,000.

ACQUISITION, CONSTRUCTION, IMPROVEMENTS, AND RELATED EXPENSES

For expansion of the Federal Law Enforcement Training Center, for acquisition of necessary additional real property and facilities, and for ongoing maintenance, facility improvements, and related expenses, [\$7,712,000] \$12,712,000, to remain available until expended.

FINANCIAL MANAGEMENT SERVICE

SALARIES AND EXPENSES

For necessary expenses of the Financial Management Service, \$209,877,000, of which not to exceed \$9,748,000, shall remain available until expended for systems modernization initiatives.

BUREAU OF ALCOHOL, TOBACCO AND FIREARMS

SALARIES AND EXPENSES

For necessary expenses of the Bureau of Alcohol, Tobacco and Firearms, including purchase of not to exceed six hundred and fifty vehicles for police-type use for replacement only and hire of passenger motor vehicles; hire of aircraft; and services of expert witnesses at such rates as may be determined by the Director; for payment of per diem and/or subsistence allowances to employees where an assignment to the National Response Team during the investigation of a